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large estates. The small holdings, as explained before, are not economical and have low yields. It is, therefore, necessary to make adequate safeguards against the creation of small units.

2.116 Moreover, care should be taken to see that all future plantings are done with improved clones. This can be much better ensured if departmental planting and working of the estates by Forest Department is undertaken instead of leasing the land under Government ownership to individual growers. It may be assumed that out of 3 lakh acres of proposed plantations, 2 lakh acres would be under Government management and the rest would be planted by private growers. The programme may be phased at the rate of 30,000 acres per year. The total investment for the whole programme would thus be Rs. 75 crores.

2.117 In well-managed estates, the trees begin to yield after seven years. Assuming that the new plantings yield at an average rate of 700 lbs. of rubber per acre, the output of rubber from these would increase progressively from 9,380 tons to 37,520 tons in 1971. Full results from the proposed 3 million acres of new plantings would be visible only from 1978 onwards at the rate of additional 93,800 tons per annum.

Pepper

2.118 The cultivation of pepper in India is almost entirely concentrated in this State which produces over 95 per cent of the country's total output. During 1958 India produced about 27,000 tons of pepper, approximately 45 per cent of the overall world production. Before World War II, Indonesia was the leading producer and exporter of pepper, but since then India has assumed that role. Between 1939 and 1951 production of pepper in the country increased by 16 per cent.

2.119 Large scale cultivation of pepper is confined only to the submountain tracts on or below the Western Ghats. It is also grown in the plains but as a protected garden crop in the compounds of houses and not as a plantation crop. Pepper is a perennial climbing crop and lasts for 20 to 30 years. There are on an average 300 to 400 standards (pepper bushes) per acre. On an average, each standard under plantation conditions yields 1 to 2 lbs.; but it is not uncommon to find standards in house compounds yielding even 40 to 50 lbs.

2.120 As in the case of coconut, it is difficult to arrive at a correct estimate of the area under pepper. The estimate prepared by the Directorate of Statistics in Kerala is of the order of 224,658 acres for 1957-58. Of this, Malabar region accounted for 136,854 acres and the rest were in Travancore-Cochin area. The output of pepper during the same year was 26,020 tons in the whole of Kerala, of which the share of Malabar region was 42 per cent. Malabar with over 60 per cent of the area under pepper produces only 42 per cent of the output.

2.121 Per acre yield was the highest in Alleppey and Quilon (402 lbs. per acre) followed by the districts of Trichur, Ernakulam, Trivandrum and Kottayam (375 to 381 lbs. per acre). Malabar region has comparatively very low yields (180 lbs. per acre). This may, perhaps, be due to cultivation of pepper in Malabar on extensive rather than on intensive lines.

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some of the concepts used. Working force has already been defined as comprising all those persons who take part in gainful economic activity. Labour force, on the other hand, includes all those members of the population who are already engaged in gainful activity and those who are willing to take up work, generally at the current level of wages. The difference between labour force and the working force gives the magnitude of those who are unemployed and are actively seeking work.

11.24 Although these concepts are quite clear, according to definitions, their application in the context of a backward economy like that of Kerala is fraught with difficulties, which are by now quite well known. The seasonal and non-institutionalized nature of economic activity over a wide sphere of the economy creates problems in the way of precise quantification of unemployment. Statistical accuracy of the figures discussed below is naturally subject to these limitations.

11.25 The main source of information on this subject is the survey of unemployment for Travancore-Cochin and Malabar region carried out by the Statistics Department of the State. The survey was carried out in 1954-55 for the Travancore-Cochin region and in 1956-57 for Malabar. In the absence of figures for the same year, the combined results for the two different years are taken, by and large, to be representative of the situation as it existed during 1955-56.

11.26 Table 60 gives the combined results of the two surveys. According to concepts used in the survey, the total population has been divided into eight activity groups given in column 1 of Table 60. Persons falling in category 4, 6, 7, that is, (*i*) those having regular employment (*ii*) casual workers and (*iii*) the people in search of employment, make up the labour force. Category (7) includes the unemployed persons. The under-employed section of the population is covered by category (6), i.e., the casual workers.

11.27 According to this survey, labour force as a proportion of total population comes to 32.5 per cent (all-India : 42.2%[1]). The difference between labour force—population ratio as worked out from this survey and that revealed by the NSS for all-India is primarily due to a difference in the concepts used. The Unemployment Survey of Kerala does not include those below 15 years in the labour force. This assumption is quite justified in the case of a State like Kerala where most of the children go to school. In 1955-56, 14.1 lakh children were registered on the rolls of primary schools. These form about 22 per cent of all the children below 15 years of age. Roughly the same proportion of children below 15 years belong to the labour force in the whole of India (according to the NSS Report). It may, therefore, be concluded that there are only stray cases of children below 15 years belonging to the labour force in Kerala.

11.28 Another way of working out the ratio between the labour force and the total population in the State is to calculate the working force on the basis of Census data and to add to it the number of unemployed persons as obtained from the Unemployment Survey in Kerala. On the basis of the participation rate of 33.5 per cent, working force during 1956 comes out to 50.3 lakh persons[2]. The number of

[1] National Sample Survey : *Report on Employment and Unemployment.*

[2] The manner of working out the working force for 1956 is explained in Appendix I to Chapter 1.

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TABLE 4

SECTORAL EMPLOYMENT AND LABOUR PRODUCTIVITY IN KERALA (1955-56)

	Working force			Net value added per worker (Rs.)	
	Kerala		India	Kerala	India
	Lakhs	Per cent	Per cent		
1. Primary Sector	27.6	56.9	71.8	625	411
2. Secondary Sector	9.7 (100%)	19.3	9.4	539	1,294
(a) Factory Enterprises	1.7 (17.5%)	..	..	1,059	2,300
(b) Non-factory Enterprises	7.8 (80.4%)	..	..	413	915
(c) Mining	0.2 (2.1%)	..	..	..	..
3. Tertiary Sector	13.0	23.8	18.8	975.4	1,249
TOTAL	50.3	100.00	100.00	700.00	651.00

* Recently, the Statistics Department of the Government of Kerala conducted an Integrated Sample Survey. According to this, estimate of total employment in Kerala during 1957-58 was 46.3 lakhs. The difference between these estimates and the one given above are obviously due to difference in the concepts used. The concepts used here are based on classification adopted in the 1951 Census. For the purpose of this report figures based on the Census data are being used. Since Techno-Economic Surveys of other States have also used Census data for calculation of working force, the uniformity provided by this data possesses the advantage that it allows inter-State comparisons. The alternative estimates of employment structure in Kerala, as revealed by the Integrated Sample Survey are given below:

	(In lakhs)
1. Primary Sector	26.5
2. Secondary Sector	9.4
(a) Mining	0.5
(b) Factory	1.5
(c) Non-factory	7.4
3. Tertiary Sector	13.6
TOTAL	49.5